DOCUMENT RESUME

ED 048 978 24 RC 005 220

AUTHOR	Stout, Larry
TITLE	An Overview of Federal Programs and Their Impacts on Appalachia.
INSTITUTION	New Mexico State Univ., University Park. ERIC Clearinghouse on Rural Education and Small Schools.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C. Bureau of Research.
BUREAU NO	BR-6-2469
PUB DATE	Feb 71
CONTRACT	OEC-1-6-062469-1574
NOTE	20p.; Discussion paper prepared for Public Schools for Cooperative Research (PSCR) Superintendent's Conference, University of Tennessee, April 5-7, 1971
EDRS PRICE	EDRS Price MF-$0.65 HC-$3.29
DESCRIPTORS	*Culturally Disadvantaged, Educational Attitudes, Educational Innovation, Educational Legislation, *Federal Programs, *Regional Programs, *Rural Education, Shared Services, *Social Change, State Programs, Teacher Interns, Vocational Education
IDENTIFIERS	*Appalachia

ABSTRACT

The paper examines Federal assistance and how it has benefited education in Appalachia. After a discussion of social change, regional education centers and educational cooperatives are considered, as are vocational education and teacher education. Other Federal programs, such as those funded by the Office of Economic Opportunity and Appalachian Regional Commission, are also discussed. Primary resources drawn upon for this overview are from the ERIC collection. (LS)

ED048978

AN OVERVIEW OF FEDERAL PROGRAMS AND THEIR IMPACTS ON APPALACHIA

(Working paper prepared for a conference on Appalachia to be held at the University of Tennessee in April of 1971)

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by

LARRY STOUT
Research Associate

February 1971

EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

CLEARINGHOUSE ON RURAL EDUCATION AND SMALL SCHOOLS (CRESS)

New Mexico State University

Las Cruces, New Mexico 88001

This publication was prepared pursuant to a grant with the Office of Education, U. S. Department of Health, Education, and Welfare. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their judgment in professional and technical matters. Points of view or opinions do not, therefore, necessarily represent official Office of Education position or policy.

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RC005220

AN OVERVIEW OF FEDERAL PROGRAMS AND THEIR IMPACTS ON APPALACHIA

Current information regarding educational resources in the area serviced by the Appalachian Regional Commission (ARC) varies from state to state in terms of availability and scope. In this research synthesis, only four sources not included in the ERIC system were used. All other sources are documents in the ERIC system which deal with Federal funds provided to rural schools.

In 1967, ERIC/CRESS defined rural education in the following manner:

> Rural education is education which occurs in a non-urban setting and is not merely education for rural living. The rural experiences of the students are considered in an educational program to prepare them for living in an increasingly urban and specialized world.

It is within the framework of this definition that Federal assistance will be considered.

Educational resources and how they have benefited Appalachia are difficult to give meaning to. Beals (1) has said that

> It is impossible to find out exactly how much Federal money is spent for what social-research purposes. No uniform reporting methods exist; classifications of kinds of research differ....

A major problem lies in the lack of accurate baseline data, because each state in the region has developed its

own program-accounting system. Of the estimated sixty Federal agencies funding programs in the region, each has a system of program accounting to meet its own needs. In addition, final reports are hard to come by, if not impossible to obtain. However, with the advent of Federal spending, the ARC has found that a uniform accounting system would be advantageous and, as this uniform system is pressed into use, definitions will have more meaning and can be generalized across the entire area. Uniform program accounting is being attempted by the U. S. Office of Education in selected states at the present time. The results are being studied and will be released later.

Social Change

The myths the inhabitant of Appalachia draws on to form his reality are as real and as valid to him as are the myths which compose reality for the affluent suburban dweller. During the past three decades, the sources of mythologies available to all Americans have greatly increased in number (2). The young are exposed to a wealth of ideas from all areas of American life by a variety of media: movies, magazines, television, newspaper. The increase of exposure allows for change to take place at rates once thought to be impossible. The young are no longer limited to a regional or local culture which

has been transmitted by the oral tradition. Exposure to a broader culture has caused the youth of Appalachia to desire his share of the "better life" America has to offer.

Generally, it is only when the Appalachian migrant moves to another area, usually an urban one, that he has any real need for the skills of that new environment. To ensure his success and survival in the new environment, the migrant must be equipped with the skills and coping strategies of his urban brother. In the late 40's and the 50's, when the inhabitants of Appalachia began to pour out of the mountains without the skills or the coping strategies needed to ensure success, the migrant found that the myths of Appalachia, his very reality, could not sustain him in the city, where he felt that he must dwell because his mountains could not sustain him either. According to Bowman and Haynes (3), this was simply the exporting of problems:

> ...problems in the adults who are poorly qualified for jobs in the areas to which they migrate, and problems of low school continuation rates among the children of migrant families.

The rural-to-urban migration seems to be particularly attractive to two types of people at present: (a) the bright young men and women and (b) the poorly trained youths

seeking a better labor market. If this "brain drain" and migration flow is to be stemmed, it will be necessary to provide an improved rural educational program. It seems that while several needs have been identified to improve rural education, the most important of them is the identification and effective use of human and financial resources. This particular need is being partially met through the Elementary and Secondary Education Act (ESEA) of 1965, but many of the smaller, mostly rural, schools have not had the ability or staff needed to take advantage of the funds available.

Regional Education Centers

To take advantage of Federal assistance, many of the rural schools have joined together, formed regional education centers, and created a new concept commonly referred to as "coordinated planning and shared services." With the passing of the ESEA of 1965, support for shared services was possible. Title III of ESEA provided the money for planning and implementation of approved projects.

In a recent issue of Appalachia (4), programs in four Appalachian states which have utilized Title III ESEA funds for the development of regional education centers were described:

GEORGIA

At the present time one of the Title III,

ESEA, districts performs some of the functions of a regional agency. The Georgia Mountains Consortium of Higher Education Institutions in the northeastern part of the state is an illustration of the same idea applied to higher education.

KENTUCKY

For the purposes of Title III, ESEA, the state is divided into areas. One of these, the Eastern Kentucky Educational Development Corporation (EKEDS), encompasses 20 counties in northeast Kentucky. There are several subregional groupings within this area that could form a true regional agency, such as the FIVCO or Big Sandy development districts. Other sections of Appalachian Kentucky are organized like EKEDS....

TENNESSEE

A state committee has been appointed to investigate the possibility of forming regional agencies throughout the state. At present there are at least three types of regional education agencies in the Appalachian portion of the state. One is for Title III, ESEA, one is a science-curriculum effort that encompasses almost all of the region and the third is a three-county (Marion, Bledsoe and Sequatchie) comprehensive high school group. The high school operation provides specific educational services and is demonstrating a method for spending local tax funds across county lines.

VIRGINIA

Virginia has statutory authority for the cooperative expenditure of school funds. State aid may go to one school district on behalf of a group, or it may be allocated on a pro-rata basis.

Lee, Scott, Dickenson and Wise Counties have combined with the city of Norton to form a regional cooperative funded by Title III of ESEA. This agency has conducted training courses for teachers.

In addition, programs were described in four other Appalachian states having regional education centers funded by sources other than ESEA:

> ALABAMA
>
> The Top of Alabama Council of Governments, in cooperation with the state Appalachian office, is preparing a plan for the formation of a regional agency. The institutions of higher education and the county superintendents in the area have indicated an interest in cooperation....
>
> MARYLAND
>
> The State Education Department supports the formation of multicounty agencies. One has been formed on the Eastern Shore. An application to the ARC for planning a three-county agency in Appalachian Maryland has been approved.
>
> NEW YORK
>
> BOCES have existed in New York for 20 years. During that time most have gradually increased the size of the area and the number of pupils served. The major problems at present are (1) how to increase the size of the central schools so that true comprehensive high schools can be organized and (2) how two or more BOCES can work together, and in what areas.
>
> NORTH CAROLINA
>
> The organization of regional Early Childhood Education Centers is forming the basis for regional agencies in North Carolina. The statute specifying the function of those centers permits other services to be performed. Several school districts have already pooled their resources for the production of student-operated radio programs.

It is interesting to note that only two Appalachian states have enacted the necessary legislation making multidistrict

function fundable with local or state money.

Since Title III ESEA has been transferred to the state, less support is going to the regional education center. In order to aid the development of proposals, various sets of guidelines have been developed in hopes of simplifying the process. The Southeastern Education Laboratory in Georgia has developed and published a set of seven instruments, the SEL Pathway Series (5), for use by rural schools in writing proposals since Title III ESEA has provided support money for both the promising innovative one-district project and the regional educational agency.

Educational Cooperatives

As reported in Education U.S.A. (6), a new organizational structure is being developed successfully in Virginia, Kentucky, and Tennessee. The new approach combines a group of small school districts, a college, and the state department of education into what is called the "educational cooperative program." This model is being prepared by the Federally supported Appalachia Educational Laboratory in Charleston, West Virginia:

> An educational cooperative is usually administered by a board consisting of the participating district superintendents and a representative of the participating college and state department of education. The board has total authority and responsibility for the cooperative's operation. The state department of education and the participating local college join

> the cooperative in sharing funds, personnel, and equipment.... Students remain in their local schools. However, their curricula is [sic] supplemented through telelecture, Electrowriter, television, radio, computers, and mobile facilities. The cooperatives boast of numerous achievements: all 16-year-old students in a three-county Tennessee area now have access to driver education, compared to only 40% before the cooperative was formed, and the cost is only two-thirds of the previous per-pupil cost; vocational education courses are being shared in the three-county area and vocational guidance equipment has been installed in six high schools; teachers with expertise in single subject areas are now being shared between schools; gifted students can now take physics and other limited-interest courses not previously available; famous nuclear scientists lecture twice per week to students who can benefit from the experience; innovative preschool programs are being offered in remote areas for the first time.

Our rural towns and small cities can survive when they combine their resources and talents, and invest their imagination and funds to develop long-range plans for growth (7).

Vocational Education

As the 1970 census reports are entered and the results tabulated, it is clear that the hard-core Appalachian counties--in Kentucky, Virginia, West Virginia, and Tennessee--are still in serious trouble and continue to be depopulated (8). Most of the migrants coming from these regions are still poorly trained because the Vocational Education Act of 1963 and its 1968 amendments have not been put to full use.

There are two reasons why vocational monies have not been utilized to the fullest in the area: the lack of vocational

facilities and the lack of vocational material and staff. As a partial solution, the ARC (9) provided $21.4 million for education under the Vocational Education grant program and the Supplemental Grant program of the Appalachian Act in 1969.

The most difficult part of the problem is providing materials and staff. During the spring and summer of 1970, seven institutes were held to train rural staff (10):

VOCATIONAL EDUCATION INSTITUTES

Institute	Director
Coordination of Supportive Services for Vocational Education Students in Rural Areas	Robert E. Norton Denver B. Hutson (Univ. of Arkansas)
Development of Vocational Guidance and Placement Personnel for Rural Areas	Harry K. Brobst (Oklahoma State Univ.)
Expanding Vocational Educational Curriculums to Meet the Needs of Disadvantaged Youth and Adults	James E. Wall (Mississippi State Univ.)
Modifying Programs of Vocational Education to Meet the Changing Needs of People in Rural Areas	V. S. Eaddy (Auburn Univ.)
Orientation to New Concepts and Programs for Career Orientation in Occupational Education for Students	James E. Bottoms (Georgia State Dept. of Education)
Planning Annual and Long-range Programs of Vocational Education for Rural Areas According to the Vocational Education Amendments of 1968	E. L. Kurth (Univ. of Florida)
Rural Area Applications of Vocational Education Innovations Resulting from Research and Development Programs	Douglas C. Towne (Univ. of Tennessee)

The final reports and evaluations should be available

from the institute directors.

Another source of materials is the Northwest Regional Educational Laboratory in Portland, Oregon, which has shown a keen interest in the problems of rural education and which has developed several resources that should prove helpful to the educators in the Appalachian region. Among the resources are Promising Practices in Small High Schools. A Report of 15 Northwest Projects (11), Remote High Schools--The Realities (12), and Sharing Educational Services (13), a PREP paper which includes suggestions for vocational education programs.

Other institutions have made significant contributions. For example, the Michigan State University research and developmental program in vocational-technical education (14) found that teacher and administrator attitudes can be adjusted so that vocational education may be added to, and integrated with, the regular curriculum. In addition, it was found that local influences upon the institutional structure can be recognized in the problem situation and that the impact on vocational and technical education can be beneficial.

Programs are available for training staff; new materials do exist; and there is evidence that attitudes of teachers, administrators, and the community can be changed--thus making the intent of the Vocational Education Act of 1963 a reality: "Persons of all ages in all communities of the

State... will have ready access to vocational training or retraining."

The Office of Economic Opportunity has sponsored many educational activities in Appalachia. Headstart, Upward Bound, and the Job Corps serve many Appalachian inhabitants; however, specific impact on the area is unknown because the numbers enrolled in the projects are buried in national statistics.

Teacher Education

From the late 1940's until 1968, teacher education was concentrated on training teachers for "schools." No consideration was given to where teachers would eventually seek employment. Consequently, teachers trained during those years were poorly prepared for working specifically with the culturally different. However, in 1968, Congress passed the Education Professions Development Act which made funds available to local educational agencies as well as to colleges and universities for improving teachers' skills. Under this Act, funds for the Teacher Corps and funds given to state departments of education (generally for the training of aides or for retraining of existing teachers) are being used in all of the states in the Appalachian region. In FY 1970, there were eight Teacher Corps projects being conducted in Appalachia. By June of 1970, barring dropout, it was estimated that the Teacher Corps would have graduated

510 teachers. How many will remain in the schools which provided training is unknown (15).

The Teacher Corps does much more than train teachers in the traditional sense. In order to have a successful Teacher Corps, the school, community, and university must agree on their roles and responsibilities before a project is approved. The Teacher Corps project housed at Western Carolina University in Cullowhee is an example of a successful Teacher Corps project (16). The schools in six rural counties, along with the university, assumed the leadership in bringing organizational change and improved instruction to the schools in the project.

Other Federal Programs

The following programs give insight into promising activities carried on with Federal funds, as well as giving some ideas of what needs to be done.

John W. Kohl (17), of Pennsylvania State University, reported on the Department of Educational Policy Studies, a newly created unit which

> includes programs in the cultural foundations of education, educational administration, and higher education. Its purpose is to further integrate these programs by focusing on the area of educational policy development and implementation. The faculty in these programs as well as others at the university will provide resources for the application of knowledge in the behavioral sciences, and in education, to policy problems and to the preparation of personnel to make and implement policy.

The Appalachia Educational Laboratory is now in the second year of a three-year program focusing on the educational needs of rural preschool children (18). The laboratory broadcasts a daily 30-minute television program and sends trained staff members into the children's homes to deliver material and to talk with parents.

One can be sure that many worthwhile programs and projects in the area have been discontinued due to lack of funds, and final reports from many of these projects are unavailable. If Federal funds are to be effective, the people must be assured that the funds will be forthcoming so that activities can be carried to their logical conclusion.

The number of Federal programs having direct bearing on education is extremely large, and the range of these programs is quite varied. For example, from the Inventory of Federally Supported Extension and Continuing Education Programs (19) it was ascertained that, in Appalachia, there are at least sixty-eight separate agency programs administered by nine executive departments, ten independent agencies, and the Office of Economic Opportunity. Within each of these sixty-eight agency programs are numerous specialized and specifically oriented subprograms which fit within the overall framework of the major program objectives. Therefore, one of the first concerns of the President's Advisory Council on Extension and Continuing Education, after

it was appointed under Title I of the Higher Education Act of 1965, was to identify and evaluate all Federally supported extension and continuing education programs--including community service programs, adult vocational education, adult basic education, manpower development, and vocational education. In order to accomplish this objective, a questionnaire was developed by Greenleigh Associates. Although sixteen responding offices reported that they had no programs in this area, the responses which were positive created the most extensive extant listing of such programs, along with abundant information on individual programs.

In this listing (20), an abstract of each program includes the title, administering agency, purpose, eligibility, number of colleges and universities involved, legislative authorization, facilities, problems, funding, jurisdiction, communication to the national council, and publications. Programs are indexed by title, agency, area of major emphasis (urban or rural), type of training provided, population sector served, and programs providing continuing education for government employees.

Conclusion

It is obvious that rural regions need long-range planning commissions, and the ARC is assuming the leadership. However, the problems of depopulation will continue

to plague the planner in spite of the newly developing patterns of rural life since poverty's grip is as firm as ever and will continue until employment is available.

Persons knowledgeable about rural problems are emphasizing regional planning in order to enable every community to become involved in a rehabilitative movement to prevent the youth from taking the community's leadership potential elsewhere.

During this past year, the ARC has had an educational goal relating to early childhood education. The region has had to generate its own knowledge for meeting the special needs of its young children. Although lack of information on early childhood education in rural areas has delayed some projects, the ARC has published five new documents (21-25) related to early childhood education which cover Federal programs for young children, education and day care, nutrition, health, and equipment and facilities.

Occupational information and occupational education are other prime concerns of the ARC, as evidenced by their program to expose seventh and eighth graders to occuational information to aid in selection of relevant high school courses. The new vocational plants can meet the needs of the students if they do not drop out between the

seventh and ninth grades.

The ARC has found it necessary to provide funds to states and localities to help finance special educational research, planning, and demonstration programs designed to improve the quality of state educational policy and planning; to encourage local multijurisdictional educational planning and services; to improve the quality and number of Appalachian teachers; to develop early childhood education programs throughout the region; and to improve occupational information, guidance, and training in Appalachia.

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